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BEFORE THE ARIZONA CORPORATION COMMISSION

2012 FEB -3 P 1:07

COMMISSIONERS

GARY PIERCE, Chairman
BOB STUMP
SANDRA D. KENNEDY
PAUL NEWMAN
BRENDA BURNS

AZ CORP COMMISSION
DOCKET CONTROL

In the matter of:

DAVID PAUL SMOOT and MARIE
KATHLEEN SMOOT (a.k.a. "KATHY
SMOOT"), husband and wife,
NATIVE AMERICAN WATER, L.L.C. (d.b.a.
"NATAWA"), an Arizona limited liability
company,
NATAWA CORPORATION (d.b.a.
"NATAWA"), a Delaware corporation with a
revoked authorization to conduct business in
Arizona as a foreign corporation,
AMERICAN INDIAN TECHNOLOGIES
INTERNATIONAL, L.L.C. (a.k.a. "AITI"), an
Arizona limited liability company,

Respondents.

DOCKET NO. S-20814A-11-0313

**SECURITIES DIVISION'S
OPPOSITION TO RESPONDENTS'
REQUEST FOR DISCLOSURE
STATEMENT ISSUED BY THE
SECURITIES DIVISION UNDER
RULE 26.1 OF THE ARIZONA
RULES OF CIVIL PROCEDURE.**

(Assigned to Administrative Law
Judge Marc E. Stern)

Arizona Corporation Commission

DOCKETED

FEB - 3 2012

DOCKETED BY

Pursuant to the Administrative Law Judge's ("ALJ") order issued during the January 18, 2012 prehearing conference, the Securities Division ("Division") of the Arizona Corporation Commission files its motion in Opposition to Respondents' demand that the Division provide Respondents with a Rule 26.1 Disclosure Statement pursuant to the Arizona Rules of Civil Procedure.

A. BACKGROUND

This case arises from Respondents' sales of unregistered securities for \$6,795,500 within and from Arizona to fund Respondents' purportedly successful utilities and other businesses. As a result, the Division filed a detailed thirty-three page Notice of Opportunity for Hearing ("Notice")

1 against Respondents on October 20, 2011. The legal and factual basis for the Division's claims is
2 set forth in the Notice.

3 Despite the fact that Respondents failed to generate any profits and no utilities were built,
4 Respondent David Paul Smoot spent approximately \$3.2 million of investment funds to pay for
5 personal and/or other questionable expenses. In Response, Respondent David Paul Smoot claims
6 he was "entitled" to salaries of at least \$180,000 per year from Respondents: (a) Natawa
7 Corporation and/or Native American Water, LLC; and (b) American Indian Technologies
8 International, LLC, and that Mr. Smoot is even owed money by the companies because Mr. Smoot
9 sold some of his "own" securities issued by the companies. The Division alleges that Mr. Smoot's
10 "salaries" and use of investor funds were not adequately disclosed to offerees and investors.
11 (Notice, ¶¶100-104).

12 Based on undersigned counsel's belief that Respondents did not have a full or accurate
13 accounting of how investor funds were spent, the Division voluntarily provided Respondents with
14 the Division's cash flow accounting analysis, and related work papers or 96 megabyte Microsoft
15 Access database on December 19, 2011, and January 12, 2012.

16 **B. RESPONDENTS' INAPPROPRIATE DISCOVERY DEMANDS**

17 Respondents' counsel has submitted to the Division an enormous number of overreaching
18 requests for all facts, documents and/or information contained in the Division's confidential
19 investigative file (the "Discovery Requests"), and the legal basis of every aspect of the Division's
20 allegations.

21 Respondents' unreasonable Discovery Requests have included, without limitation, a written
22 August 15, 2011, demand for the Division's entire un-redacted investigative file.¹ On January 9,
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26 ¹ The investigative file is confidential pursuant to A.R.S. § 44-2042, and the Division is also required to redact identifying information contained on any documents we produce pursuant to A.R.S. § 41-4171.

1 2012, Respondents also demanded in writing, under the threat of sanctions, information regarding
2 the date the Division's investigation began.²

3 Merely making repeated and overreaching discovery demands, however, does not warrant
4 having this administrative case governed by the Arizona Rules of Civil Procedure contrary to the
5 law and rules discussed below.

6 **C. LEGAL ANALYSIS**

7 Respondents support their demand for a disclosure statement issued by the Division under
8 Rule 26.1, Ariz. R. Civ. P., by arguing that: (a) the rules and procedures applicable to this
9 proceeding do not expressly permit such disclosure statements; and (b) therefore, the ALJ should
10 implement the Arizona Rules of Civil Procedure because said rules permit disclosure statements.
11 Respondents are not correct for several reasons.

12 As a threshold matter, R14-3-101(A) actually states that the ALJ may look to the Arizona
13 Rules of Civil Procedure for guidance only when applicable statutes and rules are silent on a
14 particular "procedure." This case is governed by the Arizona Administrative Procedures Act,
15 A.R.S. § 41-1001, *et seq.* ("APA"), and the Rules of Practice and Procedure Before the Commission
16 R14-3-101, *et seq.* ("Rules").

17 As set forth below, the APA and Rules are not "silent" with respect to information
18 disclosure and discovery procedures as suggested by Respondents.

19 **1. The Arizona Rules of Civil Procedure Are Inapplicable to These**
20 **Administrative Proceedings, and Rule 26.1 Disclosure Statements Are**
21 **Prohibited By Applicable Statutes and Rules.**

22 In administrative cases like this one, "[t]he fundamental requirement of due process is the
23 opportunity to be heard 'at a meaningful time and in a meaningful manner.'" *Mathews v. Eldridge*,
24 96 S. Ct. 893 (1976) quoting *Armstrong v. Manzo*, 380 U.S. 545 (1965). Procedural due process
25 requires confrontation and cross-examination. *Willner v. Committee on Character and Fitness*, 83

26 ² Such demanded information is irrelevant to any aspect of the Division's pending Notice. Also, no rule,
statute or case law requires the Division to provide such information to Respondents. Further, such
information is protected by A.R.S. § 44-2042.

1 S. Ctr. 1175 (1963). "There is no basic constitutional right to pretrial discovery in administrative
2 proceedings." *Silverman v. Commodity Futures Trading Commission*, 549 F.2d 28 (7th Cir. 1977).

3 Because they derive from an entirely distinct process, the rules of civil procedure for
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8 Docket 1848 (the federal rules of civil procedure do not properly play any role on the issue of
9 discovery in an administrative proceeding).

10 Thus, authority to pursue discovery during the course of an administrative proceeding is not
11 conferred as a matter of right. In fact, courts have repeatedly recognized that there simply is no
12 basic constitutional right to pretrial discovery in administrative proceedings. See, *Silverman v.*
13 *Commodity Futures Trading Commission*, 549 F.2d. 28, 33 (7th Cir. 1977); see also *Starr v.*
14 *Commissioner of Internal Revenue*, 226 F.2d. 721,722 (7th Cir. 1955), cert. denied, 350 U.S. 993,
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17 *Services*, 542 A.2d 672 (Conn. 1988). Similarly, the federal Administrative Procedures Act echoes
18 this point by offering no provision for pretrial discovery during the administrative process. 1
19 Davis, *Administrative Law Treatise* (1958), § 8.15, p. 588. In short, there is no constitutional right
20 to discovery in administrative proceedings. Nor does the Constitution require that a respondent in
21 an administrative proceeding be aware of all evidence, information and leads to which opposing
22 counsel might have access. *Pet v. Dep't of Health Serv.*, 207 Conn. 346, 542 A.2d 672 (1988)

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24 ³ This principle is particularly important from a policy standpoint. Indeed, merging civil discovery rules
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26 access confidential investigative information far removed from the witnesses and exhibits relevant to the
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3 As a threshold matter, under A.R.S. § 41-1062(A)(1) of the APA relating to adjudicative
4 proceedings, an administrative hearing like this one “may be conducted in an informal manner and
5 without adherence to the rules of evidence required in judicial proceedings.” Thus, administrative
6 proceedings like this one are intended to be less costly and speedier than civil litigation governed
7 by the Arizona Rules of Civil Procedure that often entails, for instance, costly discovery disputes.⁴

8 Under A.R.S. § 41-1062(A)(4) of the APA:

9 ...Prehearing depositions and subpoenas for the production of documents may be
10 ordered by the officer presiding at the hearing, provided that the party seeking such
11 discovery demonstrates that the party has reasonable need of the deposition
12 testimony or materials being sought...Notwithstanding the provisions of section 12-
2212, no subpoenas, depositions or other discovery shall be permitted in contested
cases except as provided by agency rule or this paragraph. (Emphasis added).

13 Therefore, the only forms of pre-trial discovery permitted in administrative proceedings under the
14 APA are: (a) subpoenas, based on a showing of need and authorized by the administrative hearing
15 officer; (b) depositions, based on a showing of need and authorized by the administrative hearing
16 officer; and (c) any other discovery provision specifically authorized under the Commission Rules.
17 Thus, under the APA, the “procedure” for both the parties’ exchange of information and discovery
18 is already expressly covered.

19 The Commission Rules are similarly limited, and state that in addition to depositions
20 conducted, and documents and witness subpoenas issued on a showing of reasonable need, the ALJ
21 may convene pre-hearing conferences and order the parties to exchange their proposed lists of
22 witnesses and exhibits (“LWE”) prior to a hearing. See R14-3-108(A); R14-3-109(L); R14-3-109(O);
23 and R14-3-109(P).

24 Applied here, disclosure statements issued under the Arizona Rules of Civil Procedure are
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26 ⁴ See, R14-3-101(B) (“These [Commission] [R]ules shall be liberally construed to secure just and speedy
determination of all matters presented to the Commission.”).

1 inappropriate. As noted above, the APA at A.R.S. § 41-1062(A)(4) states that the ALJ *may* allow
2 Respondents to conduct limited discovery including prehearing depositions and subpoenas for
3 documents upon a showing of “reasonable” need. The Rules also provided for the exchange of lay
4 and expert witness, and documentary information via LWEs.

5 Thus, the APA and Rules are not “silent” on the issue of information disclosure and
6 discovery and, therefore, Respondents’ argument lacks merit.

7 Further, A.R.S. § 41-1062(A)(4) of the APA *expressly prohibits* any other type of
8 discovery, including disclosure statements issued under Rule 26.1, Ariz. R. Civ. P.⁵

9 Finally, no provision within the Rules, APA or the Arizona Securities Act require the
10 Division to provide its attorney client and/or work product privileged legal research to
11 Respondents’ counsel. Indeed, Respondents’ Answer states that Respondents are represented by
12 five attorneys practicing with three separate law firms such that Respondents can perform their own
13 legal research. In short, nothing requires the parties to litigate and/or “prove” the legal aspects of
14 their positions prior to an evidentiary hearing.

15 Because neither A.R.S. § 41-1062(A)(4) of the APA, nor the Rules allow parties to obtain
16 discovery in administrative proceedings like this one via disclosure statements issued under Rule

17 ⁵ This statute’s preclusion of any other types of discovery not specifically listed (*i.e.*, Rule 26.1 disclosure
18 statements) is clear. *U.S. West Communications, Inc. v. City of Tucson*, 198 Ariz. 515, 520, 11 P.3d 1054,
19 1059 (App. 2000)(when statutory language is clear, unequivocal, and unambiguous, the court must give
20 effect to the language and may not invoke the rules of statutory construction to interpret it); *Circle K Stores,*
21 *Inc. v. Apache County*, 199 Ariz. 402, 406, 18 P.3d 713, 717 (App. 2001)(there is no magic in statutory
22 construction and no legal legerdemain should be used to change the meaning of simple English words.).
23 Even if this statute and the Rules were construed to be ambiguous, a finding that Rule 26.1 disclosure
24 statements issued under the Arizona Rules of Civil Procedure are improper is still mandated. Had the
25 Arizona Legislature and Commission desired that Rule 26.1 Disclosure Statements could be used in
26 administrative cases like this one, they could have easily and expressly done so. They did not. *See e.g.*,
State v. Fell, 203 Ariz. 186, 189, 52 P.3d 218, 221 (App. 2003)(under the established rule of statutory
construction, *expressio unius est exclusio alterius*, the expression of one or more items of a class indicates
an intent to exclude all items of the same class which are not expressed). Rather, the APA and Rules
specifically only permit document and witness subpoenas and depositions upon a showing of reasonable
need, and the exchange of LWEs. Respondents’ incorrect reading of R14-3-101(A) also conflicts with the
unambiguous language of R14-3-101(B) which states that the ALJ should interpret the Rules to “secure just
and speedy” determinations of all matters presented to the Commission.

1 26.1, Ariz. R. Civ. P., and additional discovery issued under the Arizona Rules of Civil Procedure
2 is expressly prohibited under A.R.S. § 41-1062(A)(4), Respondents' request for a disclosure
3 statement from the Division should be denied.

4 **2. Respondents Also Cannot Show They Have a Reasonable Need For Such an**
5 **Unprecedented Discovery Device.**

6 Even assuming that the parties to an administrative matter like this one can be ordered by
7 the ALJ to provide disclosure statements under Rule 26.1, Ariz. R. Civ. P., such an order should
8 still be subject to the established "reasonable need" requirement set forth above.

9 Respondents cannot show they have a reasonable need to require the Division to provide
10 them with a Rule 26.1, Ariz. R. Civ. P. disclosure statement for several reasons.

11 First, the ALJ has already ordered the Division to provide Respondents with the Division's
12 list of witnesses and exhibits 60 days before the evidentiary hearing. Because: (a) the Division will
13 be providing Respondents with the evidence referenced in the Notice via its LWE; and (b) the
14 Division has already provided Respondents with its expert accounting analysis and related support,
15 Respondents' request that the Division provide Respondents with a Rule 26.1 disclosure statement
16 should be denied.

17 Second, any possible finding of reasonable need by the ALJ in this case must overcome
18 and/or outweigh the important policy purpose underlying A.R.S. § 44-2042, which is, in part, to
19 encourage investment victims to freely cooperate with and provide the Division with sensitive
20 information during the investigation phase of administrative cases, without fear of reprisal or
21 embarrassment.⁶ As evidenced by just some of the broad discovery demands issued by
22 Respondents referenced in this motion, much of the information required to be disclosed under
23 Rule 26.1, Ariz. R. Civ. P., would be protected at this stage of litigation by the confidentiality
24

25 ⁶ If the Commission or Arizona legislature had intended that respondents in securities enforcement actions
26 like this one were entitled to Rule 26.1 disclosure statements and/or all information contained in the
Division's confidential investigative file whether in verbal, written or electronic form, as suggested by
Respondents, then they would not have promulgated A.R.S. § 44-2042.

1 statute of the Securities Act, A.R.S. § 44-2042, and by the attorney client, work product and
2 investigative privileges.

3 Third, Respondents will be afforded the evidentiary hearing they requested and, at that time,
4 they may cross-examine and/or confront all witnesses offered by the Division, and attempt to
5 dispute the Division's documentary evidence.

6 Finally, the plain language of the Division's extremely detailed Notice is largely based on
7 the plain language of Respondents' business records and investment solicitation communications.
8 Further, the legal basis for all of the Division's claims is, in fact, set forth in the detailed Notice.
9 For example, and without limitation: (a) the Division's fraud claims are brought under A.R.S. §§
10 44-1991 and 44-1999 (**Notice, ¶¶124-126**); (b) the Division's registration claims are brought under
11 A.R.S. §§ 44-1841 and 44-1842 (**Notice, ¶¶119-123**); (c) the Division's claim for restitution is
12 being made under A.R.S. § 44-2032 (**Notice, p.31, ll.15-19**); and (d) the Division's claim for
13 administrative penalties is being made under A.R.S. § 44-2036 (**Notice, p.31, ll.20-21**). In short,
14 there should be no allegation in the Notice that the Respondents cannot confirm or deny from
15 simply reviewing their own records, by interviewing their own investor and other third party
16 witnesses, or by conducting their own legal research.

17 **D. CONCLUSION**

18 As evidenced by the Notice, the Division has already provided Respondents with a detailed
19 explanation of the legal and factual basis of the Division's claims. The Division will be providing
20 Respondents with its proposed list of witnesses and exhibits. Neither the APA nor the Rules allow
21 for discovery via disclosure statements issued under Rule 26.1 of the Arizona Rules of Civil
22 Procedure. In fact, discovery via Rule 26.1 disclosure statements are expressly prohibited under
23 A.R.S. § 41-1062(A)(4) of the APA. Based on the foregoing, the Division respectfully requests the
24 ALJ to deny Respondents' request that the Division provide to Respondents a disclosure statement
25 issued under Rule 26.1, Ariz. R. Civ. P.
26

1 RESPECTFULLY SUBMITTED this 3rd day of February, 2012.

2 ARIZONA CORPORATION COMMISSION

3
4 By _____
5 Mike Dailey
6 Attorney for the Securities Division of the
7 Arizona Corporation Commission

8 ORIGINAL AND EIGHT (8) COPIES of the foregoing
9 filed this ____ day of February, 2012 with:

10 Docket Control
11 Arizona Corporation Commission
12 1200 W. Washington St.
13 Phoenix, AZ 85007

14 COPY of the foregoing hand-delivered
15 this ____ day of February, 2012 to:

16 Marc E. Stern
17 Administrative Law Judge
18 Arizona Corporation Commission/Hearing Division
19 1200 W. Washington St.
20 Phoenix, AZ 85007

21 COPY of the foregoing mailed
22 this ____ day of February, 2012 to:

23 Robert Mitchell, Esq.
24 MITCHELL & ASSOCIATES
25 1850 North Central Ave., Suite 2030
26 Phoenix, Arizona 85004

Michael D. Kimerer, Esq.
KIMERER & DERRICK, P.C.
221 East Indianola Avenue
Phoenix, AZ 85012

Timothy J. Galligan, Esq.
5 Borealis Way
Castle Rock, CO 80108

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3 documents upon a showing of “reasonable” need. The Rules also provided for the exchange of lay
4 and expert witness, and documentary information via LWEs.

5 Thus, the APA and Rules are not “silent” on the issue of information disclosure and
6 discovery and, therefore, Respondents’ argument lacks merit.

7 Further, A.R.S. § 41-1062(A)(4) of the APA *expressly prohibits* any other type of
8 discovery, including disclosure statements issued under Rule 26.1, Ariz. R. Civ. P.⁵

9 Finally, no provision within the Rules, APA or the Arizona Securities Act require the
10 Division to provide its attorney client and/or work product privileged legal research to
11 Respondents’ counsel. Indeed, Respondents’ Answer states that Respondents are represented by
12 five attorneys practicing with three separate law firms such that Respondents can perform their own
13 legal research. In short, nothing requires the parties to litigate and/or “prove” the legal aspects of
14 their positions prior to an evidentiary hearing.

15 Because neither A.R.S. § 41-1062(A)(4) of the APA, nor the Rules allow parties to obtain
16 discovery in administrative proceedings like this one via disclosure statements issued under Rule

17 ⁵ This statute’s preclusion of any other types of discovery not specifically listed (*i.e.*, Rule 26.1 disclosure
18 statements) is clear. *U.S. West Communications, Inc. v. City of Tucson*, 198 Ariz. 515, 520, 11 P.3d 1054,
19 1059 (App. 2000)(when statutory language is clear, unequivocal, and unambiguous, the court must give
20 effect to the language and may not invoke the rules of statutory construction to interpret it); *Circle K Stores,*
21 *Inc. v. Apache County*, 199 Ariz. 402, 406, 18 P.3d 713, 717 (App. 2001)(there is no magic in statutory
22 construction and no legal legerdemain should be used to change the meaning of simple English words.).
23 Even if this statute and the Rules were construed to be ambiguous, a finding that Rule 26.1 disclosure
24 statements issued under the Arizona Rules of Civil Procedure are improper is still mandated. Had the
25 Arizona Legislature and Commission desired that Rule 26.1 Disclosure Statements could be used in
26 administrative cases like this one, they could have easily and expressly done so. They did not. *See e.g.*,
State v. Fell, 203 Ariz. 186, 189, 52 P.3d 218, 221 (App. 2003)(under the established rule of statutory
construction, *expressio unius est exclusio alterius*, the expression of one or more items of a class indicates
an intent to exclude all items of the same class which are not expressed). Rather, the APA and Rules
specifically only permit document and witness subpoenas and depositions upon a showing of reasonable
need, and the exchange of LWEs. Respondents’ incorrect reading of R14-3-101(A) also conflicts with the
unambiguous language of R14-3-101(B) which states that the ALJ should interpret the Rules to “secure just
and speedy” determinations of all matters presented to the Commission.

1 26.1, Ariz. R. Civ. P., and additional discovery issued under the Arizona Rules of Civil Procedure
2 is expressly prohibited under A.R.S. § 41-1062(A)(4), Respondents' request for a disclosure
3 statement from the Division should be denied.

4 **2. Respondents Also Cannot Show They Have a Reasonable Need For Such an**
5 **Unprecedented Discovery Device.**

6 Even assuming that the parties to an administrative matter like this one can be ordered by
7 the ALJ to provide disclosure statements under Rule 26.1, Ariz. R. Civ. P., such an order should
8 still be subject to the established "reasonable need" requirement set forth above.

9 Respondents cannot show they have a reasonable need to require the Division to provide
10 them with a Rule 26.1, Ariz. R. Civ. P. disclosure statement for several reasons.

11 First, the ALJ has already ordered the Division to provide Respondents with the Division's
12 list of witnesses and exhibits 60 days before the evidentiary hearing. Because: (a) the Division will
13 be providing Respondents with the evidence referenced in the Notice via its LWE; and (b) the
14 Division has already provided Respondents with its expert accounting analysis and related support,
15 Respondents' request that the Division provide Respondents with a Rule 26.1 disclosure statement
16 should be denied.

17 Second, any possible finding of reasonable need by the ALJ in this case must overcome
18 and/or outweigh the important policy purpose underlying A.R.S. § 44-2042, which is, in part, to
19 encourage investment victims to freely cooperate with and provide the Division with sensitive
20 information during the investigation phase of administrative cases, without fear of reprisal or
21 embarrassment.⁶ As evidenced by just some of the broad discovery demands issued by
22 Respondents referenced in this motion, much of the information required to be disclosed under
23 Rule 26.1, Ariz. R. Civ. P., would be protected at this stage of litigation by the confidentiality
24

25 ⁶ If the Commission or Arizona legislature had intended that respondents in securities enforcement actions
26 like this one were entitled to Rule 26.1 disclosure statements and/or all information contained in the
Division's confidential investigative file whether in verbal, written or electronic form, as suggested by
Respondents, then they would not have promulgated A.R.S. § 44-2042.

1 statute of the Securities Act, A.R.S. § 44-2042, and by the attorney client, work product and
2 investigative privileges.

3 Third, Respondents will be afforded the evidentiary hearing they requested and, at that time,
4 they may cross-examine and/or confront all witnesses offered by the Division, and attempt to
5 dispute the Division's documentary evidence.

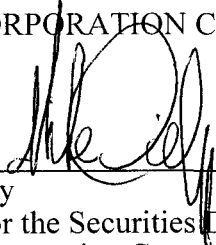
6 Finally, the plain language of the Division's extremely detailed Notice is largely based on
7 the plain language of Respondents' business records and investment solicitation communications.
8 Further, the legal basis for all of the Division's claims is, in fact, set forth in the detailed Notice.
9 For example, and without limitation: (a) the Division's fraud claims are brought under A.R.S. §§
10 44-1991 and 44-1999 (**Notice, ¶¶124-126**); (b) the Division's registration claims are brought under
11 A.R.S. §§ 44-1841 and 44-1842 (**Notice, ¶¶119-123**); (c) the Division's claim for restitution is
12 being made under A.R.S. § 44-2032 (**Notice, p.31, ll.15-19**); and (d) the Division's claim for
13 administrative penalties is being made under A.R.S. § 44-2036 (**Notice, p.31, ll.20-21**). In short,
14 there should be no allegation in the Notice that the Respondents cannot confirm or deny from
15 simply reviewing their own records, by interviewing their own investor and other third party
16 witnesses, or by conducting their own legal research.

17 **D. CONCLUSION**

18 As evidenced by the Notice, the Division has already provided Respondents with a detailed
19 explanation of the legal and factual basis of the Division's claims. The Division will be providing
20 Respondents with its proposed list of witnesses and exhibits. Neither the APA nor the Rules allow
21 for discovery via disclosure statements issued under Rule 26.1 of the Arizona Rules of Civil
22 Procedure. In fact, discovery via Rule 26.1 disclosure statements are expressly prohibited under
23 A.R.S. § 41-1062(A)(4) of the APA. Based on the foregoing, the Division respectfully requests the
24 ALJ to deny Respondents' request that the Division provide to Respondents a disclosure statement
25 issued under Rule 26.1, Ariz. R. Civ. P.

1 RESPECTFULLY SUBMITTED this 3rd day of February, 2012.

2 ARIZONA CORPORATION COMMISSION

3
4 By 
5 Mike Dailey
6 Attorney for the Securities Division of the
7 Arizona Corporation Commission

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